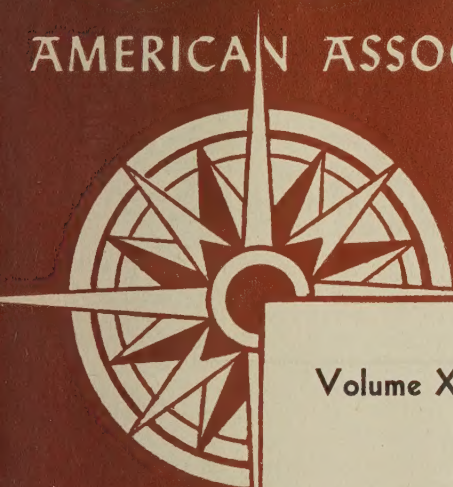


# THE COMPASS

AMERICAN ASSOCIATION OF SOCIAL WORKERS



Volume XXV

September 1944

Number 6

SCHOOL OF SOCIAL WORK  
University of Illinois  
Navy Pier, CHICAGO

AASW PLATFORM ON PUBLIC SOCIAL  
SERVICES AND INTERNATIONAL RELIEF  
AND REHABILITATION

PROGRESS IN RECRUITMENT

# THE COMPASS

VOL. XXV

SEPTEMBER 1944

NO. 6

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## PUBLICATION OF THE AMERICAN ASSOCIATION OF SOCIAL WORKERS

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### CONTENTS

|   |    |
|---|----|
| AASW Platform on Public Social Services . . . . .               | 3  |
| Principles on International Relief and Rehabilitation . . . . . | 6  |
| A Neighborhood is Born . . . . .                                | 8  |
| Training for Skill in Case Work . . . . .                       | 12 |
| Our Chapters Build the Profession . . . . .                     | 18 |
| Kansas City Chapter Accepts the Challenge . . . . .             | 21 |
| Election Results . . . . .                                      | 24 |

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# AASW PLATFORM ON THE PUBLIC SOCIAL SERVICES

as revised by the Delegate Conference, May 1944

THE American Association of Social Workers believes in and supports the progressive development of public social services. Since the founding of this democracy, such services have been recognized as a proper function of government. They now constitute one of the most important aspects of the relation of government to all the people.

These services will not have reached a desirable level of operation until practical measures have been adopted which assure the economic, social and physical well-being of every person in the United States, its territories and possessions. This objective requires national leadership and the combined resources and cooperation of all levels of government—federal, state and local. It is the responsibility of the federal government to assure that the services are provided. State and local governments should take advantage of federal provisions with appropriate implementation to assure benefits to all.

There are four major items in the development of public social services—(1) coverage and the degree to which the needs of the people are met; (2) program—comprehensive in scope and of high quality, adequate to meet the needs of all the people; (3) organization and administration—to carry out the responsibility accepted; (4) personnel—the instrument through which the purposes and designs of the services are carried. On each of these concerns social work experience leads the Association to support the propositions there outlined.

## Coverage

All persons regardless of race, creed, or any other condition, who are unable to secure suitable employment or whose resources fall below a level sufficient to maintain them and their families in health, decency and socially acceptable activity are a proper charge upon public resources. Also persons needing social services for their protection or guidance or to prevent their becoming dependents are proper charges upon public resources.

## Program

*Work.* Work under wholesome conditions and at wages sufficient to assure maintenance for the worker and his normal dependents should be available to all. Federal govern-

ment has the responsibility for the initiation of such social and economic planning as may be needed to assure for the United States the highest possible level of employment.

To the degree that private industry cannot provide such opportunities, government should provide them.

Work under public auspices should be provided to employ as many persons as can be absorbed in socially useful projects which utilize the skills and abilities of unemployed persons. Such employment should be available to an unemployed person for such periods of time as appropriate work in private enterprise is unavailable to him. Wholesome conditions and protections should be assured for workers on public projects. Payment for work done on public projects should be the union scale of wages, where such scales have been developed, and should not fall below the minimum standards set by law for the protection of private employment.

Tests of individual needs other than evidence of lack of other employment opportunity are inconsistent with the concept of work outlined above. A work program should be distinct and separate from a program for relief.

A work program is not in itself a training program and should be distinguished from necessary efforts in this direction. Therefore, public projects for young persons and those occupationally displaced should be primarily directed to promote training or retraining in suitable occupations.

*Employment Service.* A national employment service under public auspices is essential for the guidance and distribution of the labor supply in relation to the requirements of the labor market, and as a means of making effective use of labor as a national resource. Such service, federally administered and available on a nation-wide basis, is necessary to aid in providing data on the extent of available work at any given time. It is a vital link not only between employment opportunities and the need for work, but also between this and the various other programs of government, such as public works, public assistance and social insurance. Unless the availability of employment openings and the capacities of all persons seeking work are continuously and competently related to one another, work



will be denied to persons who could be effectively employed, and assistance or insurance granted unnecessarily.

The development of an adequate program of vocational guidance is a necessary part of an effective employment service.

*Vocational Rehabilitation.* Under public auspices and integrated with employment service, social insurance provisions and other related services, there should be available to disabled persons all services necessary to render them capable of engaging in remunerative employment or to enable them to be more advantageously employed.

*Social Insurance.* A unified comprehensive system of social insurance should be provided against loss of income because of old age, unemployment, illness, disability, injury at work, maternity, or death of the wage-earner, for the entire working population and their dependents.

The system of social insurance should provide:

1. Benefits of such an amount and for such a period as to provide reasonable security for the insured and his dependents and progressively to reduce the need for other measures.

2. A single administrative authority and a single and inclusive contribution from workers and employers, supplemented by contributions from the federal government.

3. Coverage for workers now omitted from benefits, such as agricultural and domestic workers, employees of nonprofit agencies and small establishments, government (federal, state and local) employees and the self-employed.

4. Federalization of unemployment compensation.

5. In unemployment compensation, a longer duration of benefits and inclusion of dependents' benefits. Experience ratings should be eliminated and unfair disqualifications removed.

6. Wage credits in unemployment compensation and old age and survivors' insurance for persons in the armed forces.

7. Federal leadership in the development and implementation of minimum standards for workmen's compensation as an integral part of the social insurance program, including broadening of coverage of persons and employment, general coverage of occupational diseases, access to complete medical and rehabilitative services, revision of limitation

upon benefit payments that hinder the workers' receiving the equivalent of maintenance and uniformity in the benefits and procedures.

*Assistance.* Public assistance should be supplementary and complementary to the primary security program of social insurance and should be available to meet the needs of all those unable in other ways to maintain for themselves and their dependents an adequate standard of living. This objective can best be accomplished by a unified public assistance program, abolishing the categories, in which need is the only condition of eligibility, and for which there is adequate financial and administrative participation by at least the federal and state governments, utilizing the principle of variable grants-in-aid. Until such time as we do have a unified public assistance program, another category of grants-in-aid to states for general relief should be added to the Social Security Act. Assistance measures should be:

1. Broad enough in scope to provide for all needy persons inadequately protected or not covered by social insurance, regardless of the cause of their need, and regardless of race, creed, political affiliation, citizenship, or length and place of residence, or any other arbitrary restriction on eligibility. Compulsive features of laws and rulings regarding family responsibility should be eliminated from the administration of public assistance.

2. Adequate to enable needy persons and their dependents to maintain acceptable standards of living and to prevent physical and social deterioration and breakdown of morale.

3. Administered as a right under procedures that are fair, understandable and of such a nature as to provide responsible participation on the part of the beneficiaries.

4. Designed to conserve the personal integrity and dignity of the persons in need and to assist them to return to self-maintenance wherever possible. Assistance should be provided in the normal medium of exchange and should be an unconditional payment.

5. Free from restrictive ceilings on assistance payments.

*Medical Care and Health Services.* Complete medical and health services are essential to individual well-being and to the welfare of the community and the nation. It is a basic responsibility of government, in co-operation with medical and health groups,



to assure adequate and effective measures necessary to achieve this objective.

**Housing.** Government should be responsible for providing or guaranteeing an adequate supply of safe, decent low rental housing for all groups who are not otherwise provided with adequate shelter.

**Recreation.** Government should provide facilities and leadership for public recreation as one of the basic requirements of a well-rounded public welfare program. Activities under voluntary or commercial auspices should be regarded as complementary to governmental facilities and services.

### Organization and Administration

Since it is the responsibility of the federal government to assure that needed public social services are available to every person in the United States, it follows that the national government has the responsibility for the setting of standards, the unification and equalization of resources available for providing such social services. In general the federal government can exercise its responsibility in three principal ways:

1. Through the direct administration of certain programs and services, utilizing mainly federal resources.
2. Through the exercise of standard setting powers granted under an arrangement which provides for a sharing of federal-state-local financial resources.
3. Through promotion of standards by the establishment of educational and demonstration projects within the framework of state or local units of government.

Where government programs like those listed above, designed to meet the needs of individuals, require coordination into an effective administrative structure, the responsibility to find ways for such integration must rest with the federal government.

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## UNRRA Report Available

The official report of the director general (Governor Herbert H. Lehman) to the second session of UNRRA Council, meeting at Montreal September 15, will be of great value to those desiring to acquaint themselves with the first eight months of UNRRA's development. This 140 page report covers the period from organization at the first Conference in 1943 to the middle of July 1944, and outlines the problems confronting UNRRA during the coming months.

Governmental programs must be so organized that at all times the various parts should so fit together that lack of coverage by one program at any given time should be fully compensated for by others.

The allocation of administrative responsibility for the various programs between federal, state and local governments should be determined by reference to the capacity of the different governmental units for the exercise of specific financial, policy-forming, technical and routine administrative functions.

Continuous research by appropriate government agencies is essential to sound planning.

Permanent provision for adequate and orderly financial support should be assured by all governmental units participating in a program for the social services on the same basis as that provided for other normal responsibilities of government.

Public services, including social services, should be financed by a simplified and integrated, progressive tax structure that levies taxes on the basis of ability to pay.

### Personnel

The public interest demands that competent service be assured in the public social services in order that public funds shall be administered humanely, economically and effectively. Such service can be assured only through the recruitment, selection and tenure of the best equipped personnel in relation to the specific nature of each type of position. Professional functions should be performed by an adequate number of professionally qualified persons. A well administered merit system which minimizes arbitrary restrictions such as residence, offers the only assurance of such personnel in the public service.

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Address requests to United Nations Relief and Rehabilitation Administration, 1344 Connecticut Avenue, Washington 25, D. C. Please indicate professional interest as the supply is too limited to meet the demands of laymen.

In addition to the director general's report there will soon be available a simple factual pamphlet on UNRRA's organization, aims, and progress. This pamphlet is organized for quick reference and can be circulated to laymen as well as professional leaders.



## PRINCIPLES ON INTERNATIONAL RELIEF AND REHABILITATION

Adopted by 1944 Delegate Conference of the AASW

**T**HE Statement of Principles on International Relief and Rehabilitation of the American Association of Social Workers is based on the accumulated knowledge of its membership which has been derived from professional education and experience in social work. It has been prepared to emphasize certain aspects of a social service program which is being provided under international governmental auspices. This statement, covering social services in the international field, is the counterpart of the Association's Platform on the Public Social Services dealing with national programs.

An important consideration in the application of the following principles is that the administration of social services should be based upon, and integrated into, the cultural background and the patterns of economic, social, and political organization which are acceptable to the people of the countries where the international relief and rehabilitation program will be operated.

### Auspices

In accordance with the principle that basic social services are a recognized and proper responsibility of government, international relief and rehabilitation programs should also be assumed to be a responsibility of governments.

The efforts of voluntary agencies concerned with welfare services should supplement rather than supplant the programs of any international welfare body (at present UNRRA) and of the governments of the various countries.

In the development of an effective program of international relief and rehabilitation, the services of voluntary social agencies desiring to cooperate in these social programs should be utilized. In so doing they should accept the principles and be willing to work within the framework established by the international welfare body (at present UNRRA) in cooperation with the various governments.

Public funds expended within the framework of international relief and rehabilitation should be administered only by public agencies. This does not preclude the purchase or use of services from a voluntary

agency. Whenever this arrangement is made, care should be taken to establish necessary administrative, supervisory and fiscal controls.

### Standards of Eligibility

Welfare services should be granted with no discrimination because of race, religion, nationality, citizenship or political belief.

### Nature of the Program

Welfare services should be designed to help people to help themselves and administered in such a way as to maintain their self-respect.

Every effort should be taken to rebuild and strengthen all welfare institutions wherever necessary.

To prove truly rehabilitative, welfare services must be of sufficient diversity to meet the wide variety of needs.

Wherever possible constructive work opportunities and measures for self-help should be provided. Relief, however, should not be dependent upon enforced work.

When it is in accord with a government's plans, social insurance systems in any country where they have previously existed, should be made an integral and primary part of any plan for sound and permanent rehabilitation. Eligible persons, such as the aged, sick and disabled, widows and orphans, and unemployed individuals should be provided for through cash insurance payments under these programs.

Every effort should be made to preserve and strengthen normal social groupings.

As aids to adapting welfare measures to national and local needs it will be important in field operations to provide for participation by citizens, who are recognized as representing the various points of view of the population, in the development of policies as well as in their operation.

### Personnel

Effective administration of a program of international relief and rehabilitation requires qualified welfare personnel. In the selection of a staff, therefore, primary con-



sideration must be given to technical competence and sympathetic understanding of people.

Knowledge of the economic and social situation of the people among whom welfare work is to be done is also essential. Consideration must also be given to the selection of personnel having a knowledge and an appreciation of the normal, social, and religious customs and ways of life of the people among whom they work, and a willingness to cooperate with other agencies. Ability to speak the language of a people, is desirable but not an essential qualification.

A further consideration to be kept in mind in the selection of personnel is the ability to carry out responsibilities with an objective point of view, without favor, prejudice, or discrimination.

In selection of otherwise qualified per-

sonnel, there should be no discrimination because of race, religion, sex or political belief.

Personnel engaged as members of the staff of an international welfare organization (at present UNRRA) must have an appreciation of the principles underlying a truly international organization. Such a welfare staff should be comprised only of persons possessing an international viewpoint and willing to dissociate themselves from any national interests or objectives which might conflict with their responsibility to the family of nations by which they are employed.

In order that welfare workers—whether employed by UNRRA, or by other government agencies, or by voluntary organizations—may be adequately prepared for their exacting duties, the necessary training programs should be initiated immediately.

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### *Personnel Practices Committee*

In accordance with the interest of the National Board, the 1944 Delegate Conference, local chapters and individual members, a national committee on Personnel Practices is being appointed to begin immediately the study, definition and promotion of desirable personnel standards. The first meeting will be held in Chicago in October.

The assignment of the National Committee on Personnel Practices includes three major aspects: (1) the review and study of current personnel practices of social agencies; (2) the development and publication of a statement of standards for personnel selection, compensation, and other conditions of work; and (3) suggesting means by which national and local AASW groups may work toward bringing about improved personnel practices, and carrying on the national level the responsibility for matters in this area.

While it is considered essential that the Committee relate its consideration of desirable personnel practices to existing conditions, it does not seem feasible for the Committee to attempt the collection and analysis of extensive data on current practices within social agencies. Reference may be made by the Committee to published personnel plans, reports and studies available through such groups as the Community Chests and Councils, federal, state and municipal social agencies and civil service departments, the national functional agencies, the national foundations, the trade unions, and AASW chapters.

Because of the Association's responsibility for setting standards in the area of personnel practices, it is important that the statement of standards prepared by the Committee and adopted by the Association cover as many aspects of the subject as possible and at the same time be standards based upon a thorough consideration of the issues involved. It is suggested, therefore, that the Committee include in its consideration such matters as: classification plans (including job responsibilities and qualifications); salary scales; procedures for selecting, employing, promoting, transferring and releasing employees; probation, tenure and appeal procedures; collective bargaining; and hours of work and leave plans.

To the degree that it is possible, the Committee will suggest ways in which the Association and its local chapters can give leadership in this area. In addition, matters related to personnel practices will be referred to the Committee for consideration and action.

Appointments are not yet complete, but the membership of the committee includes: Mrs. Alice Adler, Detroit, Hilda Diamond, Chicago, Ralph Fletcher, Detroit, Marian Hunt, Grand Rapids, W. T. McCullough, Cleveland, Sidney Markey, Indianapolis, Lillian Proctor, Chicago, Caroline M. Pulsifer, Cleveland, Mrs. Helen Roell, Indianapolis, Mary Elizabeth Stuart, Milwaukee, Kenneth I. Williams, Saginaw, Lucia Clow, Milwaukee, Edward Paul Simms, Grand Rapids, Mrs. Florence Hosch, Chicago, Chairman.



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## Personnel

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changed in composition or moved out of the main group completely. In the community activities program there were fewer voluntary or "club" groups and more activity or interest groups at first. As the neighborhood became more stabilized and people decided that here was a good place to live with some permanence, more "clubs" came into being and sought meeting space and help from the community activities director.

*Heightened civic interest.* Moving into new houses didn't work any miraculous changes in people, but it did stimulate a more active community interest. One new resident said: "We are pioneers here. The way we do things now will be a pattern for others to follow later. We had better do things right." Many people, therefore, displayed much more interest in relationships in their new neighborhood than they ever had in their previous homes. They were less willing to leave relationships to chance, and more thoughtful about cultivating the desirable. This attitude found expression in "get-acquainted" parties for new residents and other such devices.

*Freedom from tradition.* The fact that the community was a new one encouraged a kind of experimental attitude toward communal life. Public housing itself was something of a new venture in this country, and some of the early residents of the public housing community thought of themselves as partners in this venture into a new kind of living. They wanted their new neighborhood to be free from all the unwholesome aspects of the old.

Besides the general characteristics due, we believe, to the newness of the public housing community, there are certain specific characteristics of Terrace Village caused by the policies of the Pittsburgh Housing Authority.

(1) Terrace Village is low-cost housing. Only families with incomes below a certain maximum could be selected for occupancy. Low cost housing was for people who needed a subsidy to secure adequate housing. The war has brought changes in the details of administration, of course, but in general Terrace Village is a community of people with below average income.

(2) It was designed to provide housing for those most in need of a change. Special consideration, therefore, was given to families with small children. The proportion of the population under 16 years of age in Terrace Village is much greater than the general average for the city as a whole. Time will

change this situation probably, but that is the fact at this time.

(3) The policy of the Housing Authority is to maintain approximately the same racial pattern as existed in the neighborhood previous to the building of the new homes. At the same time, Pittsburgh is a city with somewhat less complete segregation of Negroes than some others. Therefore, Terrace Village is relatively well stabilized with approximately 50 per cent Negro, 50 per cent white racial division.

### Cooperation of Management Staff

In facing its task of providing activities directors for the new community, the staff of the Community House was helped immeasurably by the cooperative spirit and professional understanding of the Housing Authority's management staff. It was a manager who suggested that we follow the practice of meeting community needs for leisure time services and of clarifying relationships on the basis of experience. This necessitated a highly experimental attitude on the part of both managers and group workers. It required also a candid and critical evaluation of program and relationships at frequent intervals. After more than two years of experience many relationships and responsibilities have been routinized to the extent that they have been set down on paper and formally adopted by the Pittsburgh Housing Authority. Others are still being explored, but meetings between management and Community House staff are still remarkable for the candor, lack of defensive attitude, and congeniality which prevail.

The Housing Authority Administration was concerned from the beginning that the residents of its community should be free to have what community activities they desired. They wanted no program superimposed upon their residents. It is important to note here also the conception of their function held by the pioneers of the social settlement movement in the United States. It was that the community worker's task is:

- (1) to study the neighborhood's needs and resources;
- (2) to stimulate the neighbors to seek out and use these resources;
- (3) and to provide any needed services for which there was no other resource.

The Community House staff has had to renew their acquaintance with that philosophy, because the temptation is strong to "set up a program." As a matter of fact, the



requests for leisure time services have come much faster than they could be met. It has been necessary as well as desirable to emphasize the responsibility of the people in the neighborhood to help meet their own needs. Children wanting group activities were asked to suggest possible adult leaders for their groups. Parents who lamented the lack of supervised recreation for their children were encouraged to volunteer time as recreation leaders in some assignment fitted to their ability. When opportunities came for interpreting the function of the community activities director to the residents, emphasis was placed on the fact that the fundamental responsibility for the program rested upon the people of the neighborhood themselves. The group workers were there to help, and not to carry on the program alone.

### Beginnings of Group Life

A study made of the beginnings of group life in Wadsworth Terrace during the first six months of occupancy (cf. Master's Thesis of Dorothy Shepherd, University of Pittsburgh, School of Applied Social Sciences, 1942) revealed certain facts which may be interesting as an example. Three months after the Community House staff's service became available to the residents we find the following situation. There were twelve natural or "Club" groups. Four of these were interracial, all children's groups. Seven were started after conversations between members and the group worker. The others began without the group worker's help and some without her knowledge. The latter met in homes at first. Five classes were meeting, all initiated by request of residents. Ten interest groups were active, six of them growing out of stimulation by indigenous leaders, four by the group worker.

The leadership was furnished by the Education and Recreation Division of the Works Progress Administration, by the Community House staff including students in schools of social work, by the Board of Education's Adult Education Department, by the volunteer service of residents of the neighborhood and by volunteers from the larger community.

The representative, self-government groups, which called themselves residents' councils, had varied careers in the three neighborhoods. The Community House took the position from the beginning that the group workers would give help to the councils when asked. The help asked was for a presiding officer for an election meeting in one instance, and for consultation service to the recreation com-

mittee in two cases. The Housing Authority's management staff offered cooperation to the residents' councils, but in only one of the three neighborhoods did the representative of management take an active part in steering the organization. One council died very quickly when the residents began to distrust the leadership. Another dwindled to a few representatives of a minority left-wing political group which held regular meetings for about two years. The third, where management gave leadership, was very active for awhile, but was finally destroyed by factional disputes. These experiences are not necessarily typical of experiences with residents' councils in other public housing communities.

Certain adult groups grew out of a desire to promote neighborhood welfare, but without an understanding of the community resources already available. Benefit societies and welfare committees solicited funds and held money-raising affairs without any clear idea of the way the money was to be used or of the need for it. At least one of these organizations has served the purpose of social recreation for adults much more effectively than its purported major purpose of "welfare."

Adult groups generally grew up around indigenous leaders and few of these leaders looked to the group worker for help. As the neighborhood grows more settled and the function of the group worker is better understood, more help is asked for.

The failure of the three residents' councils and the growing tendency to let the program director "furnish the program" has led the Community House staff to re-think its relation to councils and other representative groups. After two years the very name "residents' council" is enough to doom any representative group to failure in Terrace Village. Therefore, as the agency responsible for providing leadership and supervision to the community's activities program, it seemed appropriate for us to take the leadership in setting up committees or councils that are specifically related to the recreational or community activities program. The staff agreed to encourage representative adult committees for specific purposes, such as pre-school organization and policies, Christmas parties, and summer program in play areas. Out of limited functional committees experience and confidence was gained by residents and group workers together.

One village's Christmas party committee happily and efficiently provided a series of parties for all the children between four and



twelve years of age in their neighborhood. Various members of the committee helped with Red Cross, United War Fund, and war bond drives during the year. The following autumn, after conversations with various people in the neighborhood, the program director asked the president of each adult group to appoint two representatives to a community activities advisory council. The response was encouraging. Most of the groups were represented at the first meeting and all but two were represented at some meeting during the year. The immediate and obvious project was planning for parties at the coming Christmas season. At the same time temporary officers were elected and a committee was appointed to draw up by-laws. By January (1944) another series of successful Christmas parties was past and the by-laws were adopted. Two different youth groups asked the group worker for canteens for their groups. They were asked to send representatives to the advisory council to present their request. The council agreed to help finance the furnishings for a room and to "keep an eye on" the activity. Both agreements were carried through and members of the advisory council are frequent visitors at the canteens. This has been our most successful council, but others have had some measure of success.

The total neighborhood of Terrace Village is broken up into smaller areas by steep hills. One of these, made up of only six buildings, developed an advisory council through electing representatives from each building to serve the group worker both as volunteer workers and as a policy-making committee. A larger area developed a sort of council through the recruitment of adults who were willing to help with playground supervision. While this group was not technically a delegate body, it contained the people in the vicinity most interested in the welfare of the children. They served not only as volunteer workers, but as advisors to the group worker in organizing the program for their playground one summer.

### A Search for a New Skill

The story of the Community House staff's experience in Terrace Village may be the record of a search for a new skill in social work. There is much experience to indicate the methods used by a case worker in helping the client to be responsible for decisions and actions. Likewise the ability to lead a group to make and carry through its own decisions is expected of every competent group worker. Community chest and council workers are quite effective in placing the responsibility for community well being upon the community as a whole. The area in which this skill seems to be ill-defined is at the neighborhood level. How does a group worker help a neighborhood of 500 to 1000 families accept responsibility for deciding what services it needs and for enlisting the resources to meet them? This question is of special interest to those who work in community centers and settlements.

The experience of the Soho Community House staff has not given us the answer to this question, but it does indicate where we may look for some parts of it. We have a two-fold purpose in the continuous recording and study of this experience:

(1) The needs of the people of Terrace Village must be met as fully as possible and as economically as possible;

(2) If possible, methods and techniques in neighborhood work that result in the development of responsibility and resourcefulness on the part of the neighbors should be identified as a basis for the professional training of workers in or coming into the field.

To these ends we have attempted to maintain a highly experimental attitude toward what we were doing, and we have kept as complete process records as possible. More experience and a longer perspective should help us see more clearly the implications of what we have learned.

### *Questionnaire to Members in the Armed Forces*

Under the auspices of the Wartime Committee a questionnaire concerning post-war educational and employment plans has been sent to 435 AASW members. Information solicited concerns the kind of educational program in which they might be interested

after separation from the service, the ideas which they have about jobs at that point, and the kind of training and experience which they have had and are having while in the service. More than 125 replies have already been received. Responses are not to be used in any type of individual evaluation of Army experience, but to indicate the trends in plans and interests by professional social workers in the armed forces.



requests for leisure time services have come much faster than they could be met. It has been necessary as well as desirable to emphasize the responsibility of the people in the neighborhood to help meet their own needs. Children wanting group activities were asked to suggest possible adult leaders for their groups. Parents who lamented the lack of supervised recreation for their children were encouraged to volunteer time as recreation leaders in some assignment fitted to their ability. When opportunities came for interpreting the function of the community activities director to the residents, emphasis was placed on the fact that the fundamental responsibility for the program rested upon the people of the neighborhood themselves. The group workers were there to help, and not to carry on the program alone.

### Beginnings of Group Life

A study made of the beginnings of group life in Wadsworth Terrace during the first six months of occupancy (cf. Master's Thesis of Dorothy Shepherd, University of Pittsburgh, School of Applied Social Sciences, 1942) revealed certain facts which may be interesting as an example. Three months after the Community House staff's service became available to the residents we find the following situation. There were twelve natural or "Club" groups. Four of these were interracial, all children's groups. Seven were started after conversations between members and the group worker. The others began without the group worker's help and some without her knowledge. The latter met in homes at first. Five classes were meeting, all initiated by request of residents. Ten interest groups were active, six of them growing out of stimulation by indigenous leaders, four by the group worker.

The leadership was furnished by the Education and Recreation Division of the Works Progress Administration, by the Community House staff including students in schools of social work, by the Board of Education's Adult Education Department, by the volunteer service of residents of the neighborhood and by volunteers from the larger community.

The representative, self-government groups, which called themselves residents' councils, had varied careers in the three neighborhoods. The Community House took the position from the beginning that the group workers would give help to the councils when asked. The help asked was for a presiding officer for an election meeting in one instance, and for consultation service to the recreation com-

mittee in two cases. The Housing Authority's management staff offered cooperation to the residents' councils, but in only one of the three neighborhoods did the representative of management take an active part in steering the organization. One council died very quickly when the residents began to distrust the leadership. Another dwindled to a few representatives of a minority left-wing political group which held regular meetings for about two years. The third, where management gave leadership, was very active for awhile, but was finally destroyed by factional disputes. These experiences are not necessarily typical of experiences with residents' councils in other public housing communities.

Certain adult groups grew out of a desire to promote neighborhood welfare, but without an understanding of the community resources already available. Benefit societies and welfare committees solicited funds and held money-raising affairs without any clear idea of the way the money was to be used or of the need for it. At least one of these organizations has served the purpose of social recreation for adults much more effectively than its purported major purpose of "welfare."

Adult groups generally grew up around indigenous leaders and few of these leaders looked to the group worker for help. As the neighborhood grows more settled and the function of the group worker is better understood, more help is asked for.

The failure of the three residents' councils and the growing tendency to let the program director "furnish the program" has led the Community House staff to re-think its relation to councils and other representative groups. After two years the very name "residents' council" is enough to doom any representative group to failure in Terrace Village. Therefore, as the agency responsible for providing leadership and supervision to the community's activities program, it seemed appropriate for us to take the leadership in setting up committees or councils that are specifically related to the recreational or community activities program. The staff agreed to encourage representative adult committees for specific purposes, such as pre-school organization and policies, Christmas parties, and summer program in play areas. Out of limited functional committees experience and confidence was gained by residents and group workers together.

One village's Christmas party committee happily and efficiently provided a series of parties for all the children between four and



process, policy, structure, form, though these are storm centers of controversy among us, are more than mere words in our professional vocabulary. They are the essence of that phase of workmanlike creativity in case work, the contribution of method and skill, which resulted when public assistance agencies collaborated with professional education in training for the most effective administration of a momentous new social program.

### The Right to Skilled Service

There is a real difference between that depression-born experience and the present, however. In the relief situation, once the method had been evolved, the skill which was developed in a school of social work, was in the nature of a gratuity which social workers added to the giving of financial assistance. Skill was not demanded of them and in many places not even valued or sustained, for the basic method can really be handled without much skill, and even when carried out mechanically and awkwardly meets vital problems of human distress and need, far better than any philanthropic plan society has yet devised. Now, however, skill is no voluntary gift for us to bestow upon an unsuspecting or unwilling public. This time we are having demands placed upon us which leave us breathless as we try to pace them. Now our potential clientele is not an economically disadvantaged group only, but the whole of the population. For example, to workers in Home Service and Field Service in Red Cross, rich and poor alike bring problems of human relationship and personal disorganization, with an amazing trust and confidence that skilled service is available, on the presumption that it must be there for them because they have a right to it.

One soldier, A.W.O.L., expressed this perfectly to a student placed in Home Service, when after he had worked through a serious family problem with her help, and had telegraphed his commanding officer that he would return to camp that night, stated, "They're always telling us 'Go to Red Cross Home Service if you get into any trouble. They've got to help you.'" In these days the right which the client presents is a right not only to financial help; it is a right to skilled service, whether expressed in training camp, hospital or in a civilian agency's office.

Accepting the responsibility for producing practitioners with professional skill has greatly clarified the whole purpose and organization of a school for social work. Some of the perplexing questions of curriculum, of course

content, of what agencies can be used for field work experience, of relative importance of field work and classroom, and of connection between them, in meaning as well as in time and space, begin to fall into some framework of reference when skill becomes the focus of the school's program.

### Learning In Practice

One fact stands so clear that it seems almost banal to repeat it: skill can be learned only *in practice*. No amount of academic preparation can of itself produce skill, for skill requires a continual proving ground of real experience. When the learning potentiality of current practice is fully valued, the field work placement emerges as one of the most important aspects of training. In the Pennsylvania School it occupies the major part of a student's time. Our students are not as protected in this learning as the medical student, nor are our clients as fortunate as his patients, for he begins his practice on an immobilized "stiff" and a case worker must learn to operate with a living, growing person. The distinctive nature of learning in social case work is located just at this point. Social workers must learn in practice with and not upon. Nothing can be held fixed for the student so that he may try again and again to repeat his performance on it with greater accuracy and economy. The human situation in which a case worker is active changes, not only because of certain impulsive forces for movement within itself, nor even because of a social worker's activity in behalf of it, but also because of the imponderable effect of his very presence in it.

The supervisor chooses a case situation for a student at the outset with every reasonable consideration for his youth and degree of experience, and tries to prepare him in advance to meet some of the unknown factors. But the student returns from his first visit dismayed and upset, to report a different configuration than he had been led to expect. If in child care, the student may have been sent to visit a well established foster home and a competent foster mother, and yet he may have been the first visitor of the agency to receive the full weight of her question about the child in care. It may have been the student's very newness with its projection of fear and uncertainty, which permitted the expression of the shift in the foster mother's relation to the agency and its children. As the troubled student works on the difficult aspects of this experience with his supervisor, he may learn much about his relation to his agency, and how he could



more helpfully represent it. But he cannot have another "try" at this problem in the form in which it was presented to him. He can develop skill neither by rehearsal nor by repetition, but in the doing, in accepting all the unpredictability of himself and of the other person, and of their impact upon each other.

Classes in case work practice which accompany his field work, promote and sustain this learning through discussion of the application of basic principles of method to his and to his fellow students' day by day experience; personality classes enrich his understanding of the meaning of his and his clients' experience in its "doing and undergoing phases"; but neither class nor field alone can provide basic learning in social case work. The integration of the two into a unified learning experience supported by a continuously active relation between school and field is a relatively recent development, and is a contribution of social work to related fields of professional education.

A half century ago in 1897, Mary Richmond, with prophetic wisdom, pleaded for the establishment of a "School of Applied Philanthropy" where "paid charity workers" could learn to understand the "alphabet of charitable science" and "the broad principles underlying all forms of charity." She deplored the necessity of too early specialization which comes through employment where one must learn "only from his blunders". In conceiving a pattern of a possible school of philanthropy, she spoke of the necessarily practical nature of the learning. Theory and practice, she said, should go hand in hand. But more important than training in any technical detail was "the opportunity that a good school would offer for development of better habits of thought and higher ideals of charitable service."

From the beginning, then, there have always been these two strands in the educational program of all schools of social work, the theoretical and the practical, and they have been variously valued and variously related to each other, sometimes cooperating and collaborating, sometimes antithetical and competing. At best until fairly recently they have been separated in content and purpose, sometimes even in time and place. The courses were set up to provide answers for questions concerning the what and the why; the field work placement to provide the experience for learning the how; and the student had to find his own way to handle the distance between them.

In the belief that a trained social worker ought to know "the alphabet of charitable science", we have, in the past, offered a wide variety of courses about social problems and the social institutions which have been created to handle them. As more and more information becomes available about the new areas of social experimentation, the problem of the basis of selectivity for inclusion in a two year training program, grows ever more perplexing. What knowledge is basic and indispensable to case work practice? What knowledge is merely valuable and enriching?

### Limits of Time and Capacity

There are realistic limits of time in a two year training period, and limits to the human capacity to take in facts meaningfully. Of the professional knowledge which a social case worker must have available for use, there is little which can be learned through the intellect, stored as knowledge, and transmitted as such. This is quite different from content of job—for example, policies, procedures, regulations, which must be mastered on the job and shared with the client. If the knowledge basic to case work skill has been learned in a truly meaningful experience, the student is himself thereby ineluctably changed, for in the learning, the knowledge becomes transformed into understanding of himself in action and acceptance of others in all their difference. Recognition of this necessity for a basic integration of his learning in himself, so that it flows immediately and freely into his practice, has given the school the conviction needed in planning curriculum, to offer fewer courses than formerly but selected now on the professional basis of what knowledge we believe to be indispensable to the development and practice of skill. Inevitably there are fewer opportunities for choice and electives in such a curriculum, but the unity and depth of the student's learning is strengthened.

This is a problem with which all schools are struggling; nor have we reached a definitive answer. It is our belief, however, that in order to operate skilfully, a case worker must understand the nature and variety of human growth experiences, including his own, in their biological and psychological significance, and must understand the full meaning of being an organic part of a social agency and its representative both in its service-giving function and in its relation to a supporting community.

This requirement of "being an organic part of an agency" is easily confused with employment. In fact, the professional or-



ganizations and the schools are often questioned as to why work experience should not be accepted as the equivalent of field work, especially if an agency provides good supervision. Our own students, most of whom come with substantial competence in a job, give us an answer which authenticates our own conviction. They recognize that in spite of their familiarity with an agency's structure, there is a way of working with it which could yield better results for the client than they have been able to achieve. For the case worker the way of professional skill rather than of competence involves a deeper identification of himself with the agency's purpose and structure than an agency may ask of a worker. This use of *himself* for the agency is the contribution a professional person brings to the giving of service, when he realizes that he is neither the whole of it nor merely its agent. It cannot be the agency's function to develop the kind of self-understanding and self-discipline a worker needs in order to achieve such a relationship to an agency; but when it is achieved, it immeasurably enhances the agency's value, for then the agency's structure is more psychologically comprehended and more of its growth permissive value is creatively used for those who seek or need its services.

#### Movement in Time

Learning for the development of professional skill is also a different process from learning to operate competently on a job, different in timing and in movement because of the difference in purpose. Learning on a job, after the induction training, may continue as long as the worker remains on the agency's staff, but movement is not required of him once he has obtained a standard of competence. In the training program of a professional school, however, the student places himself in a time limited process, with its own particular time pattern, different in different schools, to which the student must adjust his movement. The student's awareness of his own movement in time is important in both class and field in the learning of case work skill. It is the experience he is to be responsible for handling with his clients—the experience of being in a time limited process which has its own particular pattern to which the individual must, step by step, find a changing relationship and through which he may come into possession of his own self-direction.

The typical learning process, which was begun with the student's application, with his capitulation to the desire to learn, with

all its attendant hope and suspense, moves forward slowly at the fall opening of school. The student moves into the agency of his field work placement and into the school so cautiously, deliberately, and often fearfully, that mid-year with its necessity for evaluation of the first period of his development, seems to overtake him. This evaluation, in which he participates with supervisor and adviser, becomes a release to go forward into second semester with an accretion of energy. By spring there is a rapid acceleration, with a growing awareness of new insight and the taking possession of new strength. He leans on the agency heavily; he needs its support, for as yet almost all of the help he gives derives from it. But increasingly he recognizes the difference between a superficial use of its function and one through which he can engage the client in a helping experience, and he begins to see the part he can play. The end of the year faces him with the necessity to consider his development, to compare his present performance in method and skill with his earlier work—to take possession of his own advancement. This leads directly to the need to affirm his readiness for the next step—summer job, and a second year of training.

The second year is a second phase of the same process. Undertaken this time with more conscious dedication to the professional task and with greater awareness of the demands of training, the risks are more deeply experienced. Some change of placement for the second year gives whatever skill he has achieved greater durability, for as a student moves from one function to another, or from one department to another, or from one supervisor to another, and becomes related to the new helping situation, he finds ever more surely that the continuum which makes this transition possible is in himself. Since the field work of the second year requires a thoroughly responsible connection with an agency, the student must struggle with the problem of developing a deep identification with its purpose and with all the parts of its structure which make its service available to people, and yet find it possible to use his own more developed creative self in the handling of that structure. Psychologically it is one of the most fundamental problems of living, encountered in every level of experience, individual, group; national, international—that of finding one's own individual balance as part in a larger whole.

As the year moves inexorably through its two short semesters, the student faces the final test of the declaration and demonstration of



his own skill in his practice as it must appear in his thesis. He must then be ready to handle the separation from school, from sustaining supervisor and adviser, to take on self-responsibility in the professional world. This culmination has the duality of most significant endings in life which hold the promise of a new beginning, at once feared and desired.

The student who has yielded himself to this total movement and has lived through it meaningfully has learned in an organic way one of the basic elements of all social work skill. He has learned the feel of being in a process. Every professionally performed task requires this fullness of understanding of process, this knowledge that nothing can spring into life full-grown, but must develop step by step in its own appropriate pattern. The case worker must be able to initiate or precipitate a process, and to support it through all its uneven steps to readiness for its appropriate culmination.

### An Illustration

Let me illustrate a student's developing skill in the handling of case work process. Just last month, a young second year student in a rural public agency which has a protective function, saw to its close the whole lengthy process of helping a really indifferent and cruel mother give up her children. Months before, the student's activity in a somewhat similar case had driven the mother into a battle of will, and into flight across the county border to foil what the worker now freely admits she was—in intention, if not in fact—"the baby snatcher." In identification with the pitifully neglected and forlorn children, she had operated on pure impulse to protect and save them. The presence of that kind of impulse in communities has been the dynamic which has created our child care programs; but it is of itself not enough to bring individual children and the facilities available for their care together in such a way that the children can really profit by them.

In her continuing field work, and through the interrelated courses of her training program, she developed a clearer understanding of the limited kind of responsibility a social agency may carry in a community, but a greater willingness to carry that responsibility with all the authority the community has vested in it. With a deepened understanding of individual difference, she saw her own will as separate from that of her client, and so with greater self-discipline she no longer needed to be guilty for and afraid of the use of authority that was rightfully hers. A more consciously developed awareness of process

made it unsatisfying for her to go on visiting week after week in these protective cases on a well-intentioned, but semi-hostile supervisory basis.

When some months later complaints began to come to the agency on the case in question, she was able to meet the young mother with this new understanding of the total situation. During the weeks of patient, but painfully insistent work, she did not condone or excuse the mother's really deplorable neglect, but neither was the authority she used now merely that of an individual offended by a derelict mother. She saw her role now not as carrying the whole responsibility for these children, as a person, but as representing for the agency, without apology or fear, the minimum standard of care the community could tolerate for its children. Unwilling this time to visit week after week merely to check up or advise or cajole or threaten, she held the movement between the mother and herself within a time structure that required that a decision involving a court referral be reached as to whether the mother could or would improve her care of the children.

On the day the mother turned to her in exasperation and said, "Take them," she found her full student measure of professional skill, for yearning to take the children then and there, while the mother had the impulse to give them up, she was able to tell the mother that in asking for their placement she (the mother) was initiating a request for another kind of service, one for which she would have to take responsibility by making her own application. The worker would help her, but she could not do it for her, and she could not take the children. There is no more of miracle in this story's outcome than in most responsible handling of process, for to have taken the children before the mother was ready to give them to an agency, with some genuine acceptance that separation from them was what she really wanted, would have made for the kind of parental interference in a foster home, or complete abandonment of the children to the agency, which placement workers know only too well destroy foster homes and vitiate the value of placement for the child. The mother did, after several abortive attempts, bring herself to make application for placement, and the children were placed in the agency's care by the court. This rural agency carries the child placement as well as the protective function, and it fell to the lot of this same student to be the children's worker. She was aware of all the difference in her new relation to the mother, now that she was operating as



a placement worker to whom the mother had yielded custody of her children; and she set this up responsibly with the mother.

The latest news I have, occurred only last week when she went to the home to take into placement the little two year old boy. She had earlier begun the new process with him, the process of moving out of his home, which for all its neglect and cruelty, had been the only dubious security he had known in his brief experience. She was eager to handle her part so that he could find in his own baby way whatever capacity or willingness he had to move step by step into a strange new life. My last picture is of him seated beside the worker as she drove him to the new home. She had stopped at the district nurse's office and together the nurse and she had scrubbed and bathed him and dressed him in clean clothes, for he had been so scabrous and filthy that she had not dared present him to a new foster mother. He had wakened from his usual stupor with a frightened screaming but now sat quiet and tense, holding tightly to the one possession of his which they were able to salvage for him—his dirty little overalls. As they rode along, the worker tried, with her simple little story, to prepare him for what was to come—"they would be rounding a hill and then, there would be the white house with a fence around it." There was no response and they drove along in silence for a little while. The worker turned to look at him, so touchingly unfamiliar in his cleanliness. Suddenly a tremulous smile broke out over his face, and he said as though some of the confusion in himself had cleared away, and he were freed for the first time to see her, "Hello."

As the student told me this, tears were streaming down her cheeks. I asked her what she had done. She had wanted to welcome the tiny bit of self he had been able to risk, but to do it so cautiously that he would not run to cover. She had merely gravely answered "Hello."

I could not help recalling Anne Lindbergh's words in her new book "The Steep Ascent," "What a terrible burden it was once the eyes were opened to it, this sense of the value of life, even ordinary life,"—for I knew that *this* time she was really feeling not her own anger or anguish but his fear. I knew, too, that through her sensitivity to it she was able to help him use this terrifying experience for his own growth.

#### The Generic Element

The skill which this young student used is the generic element in all the specialized

forms of social case work practice, for a skillful case worker is able to give the service of his agency in such a way that the client experiences from the first contact through to the last his own conflicting feelings, forward and backward, but in relation to a defined purpose, and in the steady direction of his own readiness for growth and self-responsibility. The essence of this kind of helping is the process which in his own training the student has himself experienced so deeply that its universal truth becomes the very bed-rock of his skill in enabling other people, his clients, to take hold and live through the successive phases of their own struggle with life. This kind of case work skill can be learned through a sustained field work experience in any case work function, family case work, public assistance, medical social work, child placement, in an agency which gives its service through a defined, responsible structure that sets the framework for process and which offers a quality of supervision that can be an adjunct of professional education.

Since training for case work is so fundamental an experience, it has all the uncertainty of life itself, and teachers and students alike have, therefore, periods of despair and discouragement, of hope and fulfillment. Today, however, I can speak with confidence, because with commencement only a week off, there has accumulated before us impressive evidence in students' theses, of the achievement of skill in practice—on various levels of creativity, to be sure, but all of a highly responsible self-aware professional quality. Few students fail to include with the documentation of their own practice, their recognition and acknowledgment that learning to render a service skillfully as a representative of a social agency has been an experience which has engaged the whole personality, and that the changes necessitated in themselves, as they moved from their original impulsive or intellectual way of working with people to a way at once more self-disciplined and with more spontaneity of feeling, have been deep and pervasive.

It is because the development of professional skill in case work is so truly inseparable from the professional development of the person, that a school of social work need not feel the obligation to produce a "finished product." The granting of a degree marks rather the achievement of a quality of skill so basic for the individual practitioner that it may continue to grow in richness of understanding and sureness of method as long as he shall have opportunity for professional experience.



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Three chapters reported concern over the fact that young people do not seem to go from college into graduate social work. One pointed out that under our present merit system, seniors and even juniors in college can take examinations and secure jobs as case aides. Many do this. Fortunately after short periods of work in agencies, some become interested in taking training. Many others go into other fields of work. The Nashville Chapter found that many college graduates and persons with graduate degrees in other fields have evidenced an interest in social work but have hesitated to make a change which would require more graduate training before they could expect substantial salaries. A possible solution to this problem suggested by several chapters is the development of a pre-professional course integrated with the graduate program. This would make it possible for students to plan at the beginning of their college program on six-year courses. Under the present system, the two more years of training required for social work seem insurmountable to many students at the time they are graduating from college and feel that their educations are completed.

The New York City Chapter has encountered a unique problem related to the fact that enrollment in the professional schools in the city is heavy, and many applicants must be rejected. The committee found that there are large numbers of students in the colleges in New York City who have some acquaintance with the field of social work and an eagerness to know more about it directly from those employed in the field. A number were interested in further training but were either financially or emotionally unable to plan for this outside of New York. The chapter committee concluded that there was an acute need to provide interviews for students who had an interest in social work but wanted to discuss it with persons already established in the profession.

There was general agreement among the chapter committees that speakers sent to address high school and college students should be sufficiently youthful and attractive so that young people would identify with them, as well as being interesting and effective speakers. Efforts to insure that they would be well received included special preparation of speeches and training of speakers as well as careful selection from chapter membership of the persons sent out.

Work with schools and colleges was not limited, however, to the sending out of speakers. In one city, in response to a request

made to a speaker, a student volunteer program is being set up in a recreation center. Some chapters have arranged opportunities for individual interviews with students; others have participated in career clinics; and many have worked closely with faculty members, especially vocational advisors and heads of sociology departments. Several chapters indicated that they thought the building of good relationships and understanding among the key faculty members who have a continuing relationship with students was even more important than speaking to groups.

### Special Projects

Among the interesting special projects developed was a week of "come and see" tours arranged by the Boston committee on recruitment. These tours were supplemented by lectures and discussion periods. Students were invited through letters to college presidents and headmasters of private schools. The committee felt that it was an extremely worthwhile venture through which an entree had been made into some colleges and schools not previously reached. The number who were able actually to attend the tours was small, due partly to the differences in college vacation periods, accelerated programs, examinations, and commitments students had already made for the summer.

In Harrisburg, Pennsylvania, the chapter participated in a joint agency-schools committee. This committee was organized on the initiative of the four accredited schools of social work in Pennsylvania to consider the educational and professional training needs of the public agencies from the point of view of the help which might be offered by the graduate schools. In Lincoln, Nebraska, although the chapter was inactive, it did participate in the Nebraska state-wide committee on training and education for social work. This committee developed contacts with colleges in the state, communicated with superintendents of the high schools, organized a panel for the discussion of career opportunities in social work in which public school people, social workers and other citizens participated and marshalled the field staff of the State Department of Assistance and Child Welfare as a speakers bureau available to high schools and other audiences.

Printed material produced by the national office was distributed in large quantities to the schools in many states. The Maine Chapter supplied the Director of Vocational Guidance of the State Department of Education with leaflets for distribution to all of the



secondary schools of the state. The Harrisburg Chapter supplied 1,200 copies of the pamphlets, *Social Service Career Opportunities* and *Build Your Career in Social Work* to the guidance teachers of the secondary schools of the state. In Dayton, Ohio, the chapter provided material requested by the board of education for use in the curriculum for classes in social problems. The committee also acted in a consultant capacity to the students in these classes.

In states where more than one chapter is active, it is evident that there should be clearance among them before approaches are made to the schools on a state-wide basis. This was done in a number of states, and plans for clearance before another season's activities are begun have been made by other chapters.

#### Use of the Press and Radio

Many chapters reported extensive activities in the use of the press and radio, as well as through contacts with organizations other than schools and colleges. New Orleans, which was able to engage a part-time publicity chairman for four months, conducted a very extensive speakers forum and bureau. In the forum, speakers met and discussed the manner of presenting their material. Through the bureau, speaking engagements were actively solicited and speakers went to men's and women's clubs and on the radio as well as to schools. Fathers of social workers were used to address men's clubs and counteract the idea that social work is a dangerous profession which parents should prevent their daughters from entering. New Orleans also made extensive use of both the radio and newspapers.

The Indianapolis Chapter sponsored publication of an issue of the magazine, *Public Welfare News* devoted to recruiting. More copies were distributed than of any other issue of the magazine, and there were many favorable comments on it. Nashville developed a leaflet, which they will use extensively in the 1944-45 program, describing their local situation and local opportunities. Washington, D. C., succeeded in getting a statement, written by a member of their committee, published in the college paper of one of their local universities. They plan to adapt this article for use in other school papers this fall.

A member of the Twin Cities recruitment committee was successful in placing an article about social work with a syndicate serving 1,400 weekly newspapers.

The greatest activity in relation to radio was through the use of the transcription prepared by the national office. Most of the chapters reporting were pleased with the radio transcription and found it extremely helpful in explaining how social workers do their job. Several chapters used it over more than one station or planned to place it on the air for additional broadcasts this fall. There were some locally developed programs also. Chicago reported having benefitted by the regular series of social work programs sponsored by the Council of Social Agencies. Other chapters used broadcast programs written and acted entirely with local talent.

This article can, of course, give only a suggestion of what the work of our chapters in the field of recruitment has been during the past year. With very few exceptions, recruitment committees report great satisfaction with their work and interest in seeing it carried on. Although there may be no immediate increase in enrollment in the schools traceable to the activities of the chapters, AASW members who have taken an interest in this project agree that it is extremely valuable for increasing the understanding of social work and gaining acceptance by the public at large of the importance of having social agencies staffed by trained personnel.

Chapter committees were able to make good use of the printed material and radio transcription issued by the national office.

Suggestions for projects to be carried out on a national scale in addition to those already under way included: the establishment of a contact officer to promote understanding of social work by business and professional groups; the production of a vocational guidance film; interesting national advertisers in promoting social work; publication of more news articles and feature stories for national magazines; and the preparation of program and publicity material, including radio scripts and news stories for local use. All of these suggestions have been welcomed. They will be integrated into the program for the season which is just beginning and a report in the national program will be carried in a later issue of THE COMPASS.

## KANSAS CITY CHAPTER ACCEPTS THE CHALLENGE

By **Emelie Levin**, Executive Director, The United Jewish Social Services, Kansas City, Missouri

THE Kansas City Chapter has just completed an activity unique in its history. It has sponsored, set up and administered the program in Kansas City for the use of social workers in the Medical Survey Program of Selective Service.<sup>1</sup>

Before October 2, 1943, when National Selective Service Headquarters announced plans for the medical survey, the Kansas City Mental Hygiene Association had been screening selected inductees as they were referred to it by the draft boards. The chapter undertook this responsibility because it believed that such an activity could properly emanate from the social work group as such and because it also believed that individual social workers would wish to participate in the program, regardless of agency affiliation. The professional group welcomed the opportunity to assist in the war effort in an area in which their skills could be utilized. The chapter also looked upon the program as a means of interpretation which, under its sponsorship, might lead to better understanding of the profession.

Colonel W. L. Gist, State Medical Officer at the Missouri Headquarters for Selective Service, has indicated that, in his opinion, the method of organization in Kansas City, which provided for a central office to coordinate the work of the medical field agents, contributed to the success of the program.

Following a meeting last fall in Kansas City with Dr. Luther Woodward, Field Director, liaison with Selective Service National Committee for Mental Hygiene, and Colonel Gist, the chapter offered its services to recruit medical field agents for the medical survey. An advisory com-

mittee<sup>2</sup> was appointed to outline the scope of the work to be undertaken, as the chapter recognized the need for adequate machinery to make the program effective. After receiving assurance from the Council of Social Agencies that it would consider recommendations made by the chapter, a proposed plan was submitted to that organization. Approval followed, and the chapter proceeded to work out the details of the project in December, 1943.

The proposed plan as set up included:

1. A central office in the Council of Social Agencies for the centralization of the work of the medical field agents.
2. Clerical facilities and office supplies for the administration of the office provided by the Council of Social Agencies.
3. A coordinator for the program.
4. Recruitment of medical field agents from local practicing or retired social workers with the qualifications defined by the National Headquarters of the Selective Service System.
5. An advisory committee of the chapter to work with the coordinator and to be used in any capacity which might be required as the program developed.

The entire membership of the Association was informed of the project through a chapter meeting at which Colonel Gist spoke and also by letter. Social workers who were not members of the American Association of Social Workers were recruited along with members. The nonmembers were informed

<sup>2</sup> Mrs. Elizabeth Lingenfelter, Chairman; Sydney Abzug, Helen Doyle, Mrs. Helen Edge, Representing the American Association of Medical Social Workers; Helen Hayden, Emelie Levin, Phyllis Osborn, Nadia Thomas.

<sup>1</sup> See COMPASS January 1944 for discussion of Medical Survey Program.

*Articles describing chapter activities of special interest will be a regular feature of THE COMPASS in the future. Here Miss Levin gives us an account of the way in which the Kansas City Chapter set up and administered the medical survey program in that city. She was chairman of the chapter at the time the project was carried out.*



of the project by agency announcements. From January through June the number of volunteers ranged between 18 and 34.

The program began to function officially at the end of January, 1944, following agreement on the working details and exploration of the various relationships, including those between the advisory committee and the Council of Social Agencies, other social agencies, draft boards, and the State Medical Officer.

Private agencies and some of the public agencies immediately gave each medical agent on their staffs half a day a week to participate in the project, but it was soon found necessary to provide more time. While the medical field agents volunteered their own evening and week-end time, many contacts had to be made during regular working hours.

So far as cooperation from many of the resources which were utilized by the medical field agents is concerned, the program was initiated with ease. This was due to the assistance of the State Medical Officer who, both at the suggestion of the advisory committee and on his own initiative, wrote to the references which the medical field agents required. For example, he asked the board of education to provide the material sought by the medical agents. The cooperation of large industries was obtained by the coordinator. Some employers designated individuals to receive telephone inquiries from the medical agents on employment records, while others asked that requests for information be made by letter. Social and health agencies designated members of their staffs whom the medical agents could call for information.

Recommendations of the advisory committee were given to the medical agents through bulletins and meetings. The State Medical Officer was present at some of the meetings to clarify questions. Among the subjects covered in bulletins were the methods of reaching employers, the routing of forms and revised procedures.

At the time of the original planning it was believed that it would be necessary to obtain a social worker as a full time coordinator who, in addition to administering the program, would supervise the medical agents and be available for consultation. As funds for a salary were not immediately provided, one of the agencies made available the time of a staff member who acted as coordinator on a part time basis, while the members of the advisory committee assumed responsibility for the supervision of the medical agents on the staffs of their respective agencies.

As the volume of referrals from the draft boards increased, the chapter made a request to the Council of Social Agencies for a salary for the coordinator on a full time basis for three months. This was granted by the War Chest executive committee through the Council of Social Agencies and became effective in March, 1944.

### Responsibilities Defined

The coordinator then became a member of the staff of the Council of Social Agencies, and the areas of responsibility were defined as follows: the Council of Social Agencies to be responsible for the administrative duties of the coordinator as they related to the total administration of the Council of Social Agencies; the coordinator to be responsible to the advisory committee for the technical and professional aspects of the work as well as policy making. The duties of the coordinator were defined to include the administrative details of the project, continuing relationship with the draft boards and the establishment of relationships with employers and other resources.

When the salary for a full time coordinator was obtained, which was three months after the plan had been in operation, a subcommittee of the advisory committee was appointed to evaluate the plan as to its soundness and in terms of the responsibility which the chapter had assumed. This committee recommended changes in procedure, including the centralization of requests for information from the social and health agencies, from those employers who agreed to give employment information by letter and from the board of education. Another recommendation was for the transfer of certain clerical details from the coordinator to clerical workers in the central office. Prior to the recommendations of the subcommittee, which were adopted, all work on each inductee, with the exception of public agency contacts, was referred to the medical field agents.

The draft boards were instructed by State Selective Service Headquarters to send the forms (212) to the central office. As the forms were received, clearings were secured from the social service exchange and those known to the public agency were summarized by the coordinator and sent to the medical agents. Upon completion, the forms were returned by the medical agents to the central office and then forwarded to the draft boards after compilation of statistical data.

An aggregate of 3,925 referrals were made by the draft boards to the central office between the end of January and June 1. On the latter date 3,866 were completed. The largest total outstanding at any one time was 674.

A study of the findings of the medical field agents for the period from March 15 to May 31, during which the most complete statistical data were compiled, shows that, out of 2,259 men referred, 525 or 23.4 per cent had positive findings. Among the 525 a total of 457 had some significant medical findings, such as orthopedic conditions, tuberculosis, heart conditions, diabetes, allergies and others. Social and emotional findings of significance were reported in 246 of the 525. One defect each occurred in 369, two each in 128, three each in 31, and four each in 2. Orthopedic difficulties were most numerous, totaling 70.

A visit was made to Fort Leavenworth, induction station for Kansas City, to determine the usefulness of the reports and to obtain suggestions on possible changes which might increase their value. The officer in charge of the station stated that the reports had been of considerable assistance, particularly when indications of social or emotional factors were given. The station also found that specific information concerning physical or mental difficulties minimized the extent of the examinations required to arrive at the true condition of the men. The officers were specifically interested in information concerning the effects of broken homes or any strains in households resulting from separations of parents, the men on whom such reports were made being given more thorough interviews by a psychiatrist.

In addition, the station emphasized the need for factual material, including the names of doctors, hospitals, or other sources from which definite information concerning illness and treatment was obtained. More weight was attached at the station to medical statements when such information was supplied. Statements of the inductees themselves were of practically no value, but statements of their families were considered.

Subsequent to the visit a recommendation of the advisory committee, which had been discussed at Fort Leavenworth, was put into effect throughout the state. It provided for the classification of the completed forms on the basis of positive findings, negative findings and those on which no investigation had been made. This was done to simplify the

system and to make the medical survey plan more practical for the induction station.

### How Reports Were Used

Some of the medical field agents maintained close relationships with the draft boards to which they were assigned, giving them opportunities to learn how their reports were being used. The following are two examples:

Mr. Z. was a highly trained, technical worker who functioned very effectively on his job. His employers rated him as the best person in his line of work that they had ever employed. However, they reported a "personality instability" which had made it necessary for them to limit the scope of his work. His difficulty was apparent at night, but he gave little evidence of any trouble during the day. Reports from physicians indicated psychotic behavior, for which they recommended institutional treatment. When the reports of Mr. Z.'s condition were studied at the induction station, he was immediately returned as unfit for service.

Mr. B. was a successful attorney for a large industrial company. His employers recognized that he was a nervous, energetic person who required frequent medical care, although this did not interfere with his work. While they believed him able to function in his own type of work, they doubted that he would be able to adjust to a change. The reports which the medical field agent obtained revealed no real complaint, and an alleged heart condition was believed to be of neurotic origin. This information was submitted to the induction station in detail. Mr. B. was retained there for several days and studied. He was accepted for service in a limited capacity where his real abilities could be utilized.

The period of the work on this project by the Kansas City Chapter included the weeks when the armed forces requested more men than the local boards had ever before been called upon to process for induction in so short a time. Later when the authorized strength of the army and navy was reached, instructions were issued to cease inductions in large numbers. In consequence, the volume of referrals from the draft boards decreased to a degree which no longer necessitated the full time of a coordinator. Arrangements therefore were made by the Council of Social Agencies to assign the duties of the coordinator to one of its staff members, and the project has now become a part of that organization.

The Kansas City Chapter believes that the administration of the project was sound and that the Medical Survey Program benefited particularly from the method of organization. In addition, it was important to the profession, as a better understanding of social work was developed through the numerous contacts made by the medical field agents.



## Election Results

The election of officers for the year beginning October 1, 1944, and of members of the National Board and Nominating Committee, for which votes were mailed during the period, May 20 to June 15, was certified by the Committee on Elections and ratified at the corporation meeting on July 29. The results are listed below.

The election was conducted under the supervision of a Committee on Elections established by the National Board. Members of the committee, which were appointed by the president, with the approval of the Board, represented two chapters of the Association. They were: Catherine M. Dunegan, chairman, New York City; Esther Hilton, New York City; Edith Holmes, New York City; Mrs. Lesley Funkhauser, New Jersey; Stephen H. Kneisel, New Jersey.

In all, 2,869 valid ballots were cast which was 433 less than in 1943. In addition 146 invalid ballots were returned. No candidates were nominated by petition. Those elected are as follows:

### Officers

#### Term Expires September 30, 1945

|                    |                    |                   |
|--------------------|--------------------|-------------------|
| President          | Mrs. I. F. Conrad  | Houston           |
| 1st Vice-President | Anna E. King       | N. Y. City        |
| 2nd Vice-President | Earl Parker        | N. Y. City        |
| 3rd Vice-President | Margaret Yates     | Fort Worth        |
| Secretary          | Mrs. I. B. Lindsay | Washington, D. C. |
| Treasurer          | Paul L. Benjamin   | Philadelphia      |

### National Board Members at Large

#### Term Expires September 30, 1947

John Charnow, Washington, D. C.  
Arlien Johnson, Los Angeles

## Whereabouts Unknown

The national office will appreciate hearing from anyone who knows the present address of members listed below. Mail sent to them at the addresses given has been returned by the post office.

Frances M. Atkins, Los Angeles, Calif.  
Mrs. W. F. Anderson, Chicago, Ill.  
Capt. Lisle Burroughs, Fort Devens, Ayer, Mass.  
Mrs. Carolyn Reutter Burton, St. Louis, Mo.  
Mrs. Mamie A. Cates, Nashville, Tenn.  
Mrs. Doris D. Culver, Ft. Monmouth, N. J.  
C. Walter Driscoll, Hempstead, L. I., N. Y.  
Mrs. N. E. Erstein, Bronx, N. Y.  
Mrs. Frances Mayer Fisher, New York, N. Y.

### National Board Members from Nominative Districts

#### Term Expires September 30, 1947

District 1—Nellie L. Woodward, San Francisco  
District 5—Mrs. Lucia Johnson Bing, Columbus  
District 7—Helen Hubbell, Harrisburg

### Nominating Committee Members

#### Term Expires September 30, 1947

District 4—Marietta Stevenson, Urbana, Ill.  
District 6—William L. Painter, Richmond  
District 7—Norma Philbrick, Wilmington

### To fill unexpired term, term ending 1945

District 2—Gladys E. Hall, New Orleans

Members of the National Board previously elected and continuing in office are:

### National Board Members at Large

#### Term Expires

Claudia Wannamaker, Chicago..... 1945  
John M. Whitelaw, Portland, Ore..... 1945  
Arthur E. Fink, Washington, D. C..... 1946  
Vacancy to be filled by National Board..... 1946

### National Board Members from Nominative Districts

#### Term Expires

District 2—Ruth E. Lewis, St. Louis..... 1945  
District 3—A. A. Heckman, St. Paul..... 1946  
District 4—Louis E. Evans, Indianapolis..... 1945  
District 6—Cordelia Cox, Richmond..... 1946  
District 8—Mary Rittenhouse, New York City... 1945  
District 9—Clarence M. Pretzer, Providence..... 1946

Members of the Nominating Committee continuing in office from last year are:

#### Term Expires

District 1—Louise Cuddy, San Francisco..... 1945  
District 3—Frank Z. Glick, Lincoln, Neb..... 1946  
District 5—Mrs. Beulah Whitby, Detroit..... 1946  
District 8—Donald S. Howard, New York City... 1945  
District 9—Barbara Wallace, Boston..... 1946

Alice Gallagher, Pittsburgh, Pa.  
Morris Gross, Seattle, Wash.  
Lois Hibbard, Providence, R. I.  
Lucy Gould Irwin, Elmira, N. Y.  
Mrs. Evelyn C. Isaacs, Berkeley, Calif.  
Russell Kiltin, Los Angeles, Calif.  
Irene Kohl, Gainesville, Tex.  
Fannie Krapin, Newark, N. J.  
James N. McGuire, Shreveport, La.  
Margaret A. McGuire, New York, N. Y.  
May McLoughlin, San Antonio, Tex.  
Anna C. Magarahan, Hartford, Conn.  
Saul Richman, Dorchester, Mass.  
May Risher, Denver, Colo.  
Hazel Smith, Houston, Tex.  
Beatrice H. Wajdyk, Detroit, Mich.  
Ensign Joseph M. Whelton, Washington, D. C.

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## THE COMPASS INDEX TO VOLUME XXV

November 1943 to September 1944

Capital letters indicate subject areas or agencies.  
Authors and Titles are in upper and lower case type.

ALCOHOLISM, Research Council on Problems of, Jan. p. 47  
ALIENS, Social Work in Immigration and Naturalization Service (Harrison), Jan. p. 23  
AMERICAN ASSOCIATION OF SCHOOLS OF SOCIAL WORK, Twenty-fifth Annual Meeting (Evans), Mar. p. 18  
AMERICAN NATIONAL RED CROSS, Red Cross College Units (Croft), June p. 34; Social Work Components in Hospital Recreation Program (McCready), Jan. p. 27  
ARMED FORCES, list of AASW members in, Nov. p. 31; questionnaire to, Sept. p. 11  
ASSISTANCE, PUBLIC, AASW Platform on Public Social Services, April p. 7, Sept. p. 4  
Association Finances, Report on, Mar. p. 30  
Association Program for the Coming Year (report of National Board meeting), Nov. p. 27  
Atlantic City Conference and UNRRA Program (Greenstein), April p. 20  
  
Benjamin, Paul, Letter from Treasurer, Mar. p. 31  
BIBLIOGRAPHIES, administration of relief abroad, Nov. p. 35; medical care, April p. 19  
Binder, Gertrude, appointment as assistant executive secretary, Mar. p. 8  
Business Enterprise and Social Work (Evans), Jan. p. 11  
BYLAWS, AASW, Amendment Establishing Student Membership Classification, April p. 12  
  
Call to Action Cleveland Meeting (Cannon), June p. 17  
Cannon, Antoinette, Call to Action Cleveland Meeting, June p. 17  
Challenge to Social Work, Medical Survey Program of Selective Service (Woodward), Jan. p. 7  
CHANGES OF ADDRESS, AASW, new forms, April p. 13  
CHAPTER ACTIVITIES, AASW, Boston, Nov. p. 19, Sept. p. 19; Chicago, Sept. pp. 18, 20; Cleveland, Jan. p. 38; Dayton, Sept. p. 20; Grand Rapids, Sept. p. 18; Harrisburg, Sept. pp. 19, 20; Indianapolis, Sept. p. 20; Kansas City, Sept. p. 21; Maine, Sept. p. 19; Nashville, Sept. pp. 19, 20; Nebraska, Sept. p. 19; New Orleans, Sept. p. 20; New York City, Sept. p. 19; Twin City, Sept. p. 20; Utah, Jan. p. 38; Washington, D. C., Mar. p. 29, Sept. pp. 18, 20  
CHAPTERS, NEW, AASW, Central Texas, Nov. p. 30; Saginaw Valley, Nov. p. 30; San Antonio, Nov. p. 30; Shreveport, Nov. p. 30; West Virginia, Mar. p. 20  
Chester, Harry M., Rehabilitation of Handicapped Persons, April p. 14  
CHILDREN'S BUREAU, U. S., Conference on Rheumatic Fever, Jan. p. 48  
CIVIL SERVICE, resolution on professional education and civil service examinations, 1944 Delegate Conference, June p. 13; Role of Social Work Profession in Merit System Recruiting (Piez), Mar. p. 21

CIVIL SERVICE EXAMINATIONS, supervising group worker, San Diego County, Nov. p. 34  
COMMITTEES  
Elections, assignment and personnel, Mar. p. 19  
Employment Practices, assignment and personnel, Mar. p. 19  
Executive, appointment of, Nov. p. 40  
Foreign Relief, personnel, Mar. p. 20; statement of principles on, April p. 9, Sept. p. 6  
Medical Care, personnel, Mar. p. 20; Health and Medical Services, report to 1944 Delegate Conference (Danstedt), June p. 10; Toward an AASW Platform on Health and Medical Services (Danstedt), April p. 17  
Membership, assignment and personnel, Mar. p. 19; Membership Issues in the Mail Vote, Nov. p. 27; report on student membership, April p. 12  
Nominating, election results, Sept. p. 24; nominations for officers, Board members and members of Nominating Committee, April p. 31; report of, April p. 29; vacancies filled, Nov. p. 35; Wilma Walker, chairman, Nov. p. 35  
Organization and Planning of the Social Services, assignment and personnel, Mar. p. 19; Platform on Public Social Services, April p. 5, Sept. p. 3; report on, Nov. p. 29  
Personnel Practices, assignment and personnel, Sept. p. 7  
Personnel Practices of National Office, assignment and personnel, Mar. p. 19  
Publications, established by Board, Nov. p. 30  
Services to Youth, personnel, Mar. p. 20; report to 1944 Delegate Conference, June p. 11  
Social Work Practice and Professional Education, establishment of committee, Nov. p. 30  
Social Security, personnel, Mar. p. 20; Platform on Public Social Services, April p. 5, Sept. p. 3  
Vocational Rehabilitation, personnel, Mar. p. 20; Rehabilitation of Handicapped Persons (Chester), April p. 14  
Wartime Committee on Personnel, assignment and personnel, Mar. p. 20; Personnel-Training-Recruiting, statement of standards, Mar. p. 13; questionnaire to members in armed forces, Sept. p. 11; report on, Nov. p. 28; report to 1944 Delegate Conference, June p. 15  
COMMUNITY ORGANIZATION, Guide for Community Planning, Nov. p. 23  
COMPASS COMMENTS, letter to editor, Eleanor Ferris, June p. 33  
CORPORATION, AASW, Incorporation meeting, Jan. p. 2; meeting, June p. 36; report of special meeting, April p. 13  
COUNSELING, Business Enterprise and Social Work (Evans), Jan. p. 11; Employee Counseling in the Federal Service (Stalley), Jan. p. 20; Industrial Counseling, Description of (Coyle), Jan. p. 16; Organized Social Work at a New Frontier (Rubenstein), Nov. p. 11  
Coyle, Elizabeth J., Industrial Counseling, Description of, Jan. p. 16  
Coyle, Grace, President's Report to 1944 Delegate Conference, June p. 3  
Croft, Albert E., letter to editor, Red Cross College Units, June p. 34



- Daniels, Helen, Isolation Hospital Offers Social Services, June p. 23
- Danstedt, Rudolph T., Health and Medical Services, report to 1944 Delegate Conference, June p. 10; Toward an AASW Platform on Health and Medical Services, April p. 17
- DELEGATE CONFERENCE 1944, agenda, April p. 3; Health and Medical Services, report to conference, June p. 10; Platform on Public Social Services, April p. 5, Sept. p. 3; preliminary notices of, Nov. p. 27, Mar. p. 12; Principles on Foreign Relief and Rehabilitation, April p. 9; Principles on International Relief and Rehabilitation, Sept. p. 6; President's report, June p. 3; program, April p. 5; report on, June p. 3; resolution adopted, June p. 12; rules of order, April p. 4; Subcommittee on Services to Youth, report to conference, June p. 11; Wartime Committee on Personnel, report to conference, June p. 15
- Detachment of Patients in Army Hospital (Konigsberg), Nov. p. 7
- Election Results, AASW, Sept. p. 24
- Employee Counseling in the Federal Service (Stalley), Jan. p. 20
- EMPLOYMENT SERVICES, Platform on Public Social Services, April p. 6, Sept. p. 3
- Evans, Elizabeth, Business Enterprise and Social Work, Jan. p. 11
- Evans, Louis E., AASSW Twenty-fifth Annual Meeting, Mar. p. 18
- Family Agency Cooperates (Little), June p. 27
- Ferris, Emily H., letter to editor about COMPASS, June p. 33
- FINANCES, AASW, report on, Mar. p. 30
- FOREIGN RELIEF AND REHABILITATION, Atlantic City Conference and UNRRA Program (Greenstein), April p. 20; auspices, discussion material, April p. 10; International Relief and Welfare Program of UNRRA (Howard), Jan. p. 3; Materials on the Administration of Relief Abroad, Nov. p. 35; Statement of Principles, AASW, April p. 9, Sept. p. 6; UNRRA Report Available, Sept. p. 5
- FULL EMPLOYMENT, 1944 Delegate Conference report, full, June p. 8
- Gilpin, Ruth, letter to editor on public relations, Mar. p. 25
- Goldberg, David, letter to editor on public relations, Mar. p. 25
- Greenstein, Harry, Atlantic City Conference and UNRRA Program, April p. 20
- GROUP WORK, Frontiers and Foundations in Wartime (Trecker), Mar. p. 3; Neighborhood is Born (McDowell), Sept. p. 8
- Guide for Community Planning, Nov. p. 23
- Harrison, Earl G., Social Work in the Immigration and Naturalization Service, Jan. p. 23
- Health and Medical Services, report to 1944 Delegate Conference (Danstedt), June p. 10
- HEALTH SERVICES, see MEDICAL CARE
- Hodson, William, Liberty Ship launched, June p. 28; memorial fund, Jan. p. 26
- Holsapple, Mildred, Social Service in Public Health Dept., June p. 29
- HOUSING, Neighborhood is Born, Sept. p. 8; Platform on Public Social Services, April p. 8, Sept. p. 5
- Howard, Donald S., International Relief and Welfare Program of UNRRA, Jan. p. 3; with UNRRA, April p. 13
- Incorporation meeting, AASW, April p. 13
- Industrial Counseling, Description of (Coyle), Jan. p. 16
- INDUSTRY, SOCIAL WORK RELATION TO, Business Enterprise and Social Work (Evans), Jan. p. 11; Industrial Counseling, Description of (Coyle), Jan. p. 16
- INTERNATIONAL RELIEF, see FOREIGN RELIEF
- International Relief and Rehabilitation, AASW Principles on, Sept. p. 6
- International Relief and Welfare Program of UNRRA (Howard), Jan. p. 3
- Isolation Hospital Offers Social Services (Daniels), June p. 23
- Kahn, Dorothy C., Discussion on Full Employment, June p. 9; Social Work in the Security Program, Nov. p. 3
- Kansas City Chapter Accepts Challenge (Levin), Sept. p. 21
- Konigsberg, Raphael, Detachment of Patients in Army Hospital, Nov. p. 7
- LABOR, SOCIAL WORK RELATION TO, Organized Social Work at a New Frontier (Rubenstein), Nov. p. 11; Program Idea from D. C. Chapter, Mar. p. 29
- Lehman, Herbert H., UNRRA Report Available, Sept. p. 5
- Levin, Emilie, Kansas City Chapter Accepts the Challenge, Sept. p. 21
- Linderholm, Natalie W., letter to editor on public relations, Jan. p. 44
- Little, Ruby, Family Agency Cooperates, June p. 27
- Lund, Harald H., letter to editor on public relations, Jan. p. 42
- McCready, Pauline I., Social Work Components in a Hospital Recreation Program, Jan. p. 27
- McDowell, John, Neighborhood is Born, Sept. p. 8
- MACY, R. H. & CO., Business Enterprise and Social Work (Evans), Jan. p. 11
- MAIL VOTE 1943, AASW, Membership Issues in Light of Mail Vote, Nov. p. 27
- Materials on the Administration of Relief Abroad, Nov. p. 35
- MEDICAL CARE, Bibliography, April p. 19; Health and Medical Services, report of 1944 Delegate Conference, June p. 10; Platform on Public Social Services, April p. 7, Sept. p. 4; Toward an AASW Platform on Health and Medical Services (Danstedt), April p. 17
- MEDICAL SOCIAL SERVICE, Detachment of Patients in Army Hospital (Konigsberg), Nov. p. 7; Family Agency Cooperates (Little), June p. 27; Isolation Hospital Offers Social Services (Daniels), June p. 23; Program of War Shipping Administration (Oldfield), Mar. p. 9; Social Services in Public Health Dept. (Holsapple), June p. 29
- Medical Social Service Program of War Shipping Administration (Oldfield), Mar. p. 9
- Membership Issues in Light of Mail Vote 1943, AASW, Nov. p. 27
- MEMBERSHIP, AASW, Membership Issues in Light of Mail Vote, Nov. p. 27; student, April p. 12
- MILITARY SOCIAL WORK, Detachment of Patients in Army Hospital, Nov. p. 7
- Mills, Elisabeth, resignation from staff, Mar. p. 8
- More About "A Strategy for Social Workers" (White), Mar. p. 27
- Murchison, Lucia, represented AASW at Conference on Rheumatic Fever, Jan. p. 48
- NATIONAL ASSOCIATION FOR NURSERY EDUCATION, Conference on, Oct. 1943, Nov. p. 19
- NATIONAL BOARD, Association Program for Coming Year, report of Board meeting, Nov. p. 27; election results, Sept. p. 24; nominations for, April p. 31; vacancies filled, Nov. p. 30
- NATIONAL COUNCIL SCIENTIFIC, PROFESSIONAL, ARTS AND WHITE COLLAR ORGANIZATIONS, Second National Wartime Conference, report, June p. 18
- NATIONAL STAFF, appointment Gertrude Binder, Mar. p. 8; resignation Elisabeth Mills, Mar. p. 8; Sue Spencer joins staff, June p. 22

National Standing Committees, AASW, Mar. p. 19  
National Wartime Conference, Second, June p. 18  
Neighborhood is Born (McDowell), Sept. p. 8  
Nominations for Officers, Board Members and Nominating Committee 1944-45, April p. 31  
Nominative Districts, 1943-44, AASW, Nov. p. 34  
Nursery Education, Conference on, Nov. p. 19

Odencrantz, Louise C., Social Work Vocational Bureau Reports, Jan. p. 39  
Oldfield, Madeline, Medical Social Service Program of War Shipping Administration, Mar. p. 9  
Our Chapters Build the Profession, Sept. p. 18  
Organized Social Work at New Frontier (Rubenstein), Nov. p. 11

PERSONNEL, foreign relief, April p. 10; Personnel-Training-Recruiting, principles Wartime Committee, Mar. p. 13; public social services, April p. 8, Sept. p. 5  
Personnel-Training-Recruiting, Statement of Standards and Principles, Wartime Committee, Mar. p. 13  
Piez, Dorothy Cartwright, Role of Social Work Profession in Merit System Recruiting, Mar. p. 21  
PLACEMENT, Social Work Vocational Bureau Reports (Odencrantz), Jan. p. 39

Plank, Robert, letter to editor on public relations, June p. 33  
Platform on Public Social Services, AASW, April p. 5, Sept. p. 3

President's Report to 1944 Delegate Conference, June p. 3

PRICE ADMINISTRATION, OFFICE OF, Social Work and OPA, Jan. p. 10

Program Idea from D. C. Chapter, Mar. p. 29

Professional Action, Jan. p. 38

PROFESSIONAL EDUCATION, Training for Skill in Case-Work (Wessel), Sept. p. 12

PUBLIC ADMINISTRATION SERVICE, Guide for Community Planning, Nov. p. 23

PUBLIC RELATIONS, letters to editor from Ruth Gilpin, Mar. p. 25, David Goldberg, Mar. p. 25, Harald Lund, Jan. p. 42, Natalie W. Linderholm, Jan. p. 44, Robert Plank, June p. 33, Mary Swain Routzahn, Jan. p. 46, Frances Schmidt, Jan. p. 42, Max Silverstein, Jan. p. 41, Harold E. Simmons, Jan. p. 45, Agnes Smart, Jan. p. 47, Florence Sytz, Jan. p. 43; More About Strategy for Social Workers (White), Mar. p. 27; Strategy for Social Workers (White), Nov. p. 21

PUBLIC SOCIAL SERVICES, AASW Platform on, April p. 5, Sept. p. 3; Organization and Administration of, April p. 8, Sept. p. 5

PUBLICATIONS, AASW, Build Your Career in Social Work, June p. 16; Social Work at Its Frontiers, Jan. p. 48; Social Work Fellowships and Scholarships, Jan. p. 48.

Questionnaire to Members in Armed Forces, Sept. p. 11

RECREATION, Platform on Public Social Services, April p. 8, Sept. p. 5; Social Work Components in Hospital Recreation Program (McCready), Jan. p. 27

RECRUITING, Announcement of radio transcription and leaflet "Build Your Career", June p. 16; Our Chapters Build the Profession, Sept. p. 18; Personnel-Training-Recruiting, principles of Wartime Committee, Mar. p. 13; Recruiting Kit, Nov. p. 36; Student Day, June p. 35

Recruiting Kit, Nov. p. 36

REHABILITATION, FOREIGN, see FOREIGN RELIEF

REHABILITATION, HANDICAPPED PERSONS, Rehabilitation of Handicapped Persons (Chester), April p. 14

REHABILITATION, VOCATIONAL, discussion material from subcommittee, April p. 14; Platform on Public Social Services, April p. 6, Sept. p. 4

REINSTATEMENT, rules changed, June p. 36

RELOCATION, War Relocation Authority Community (Schafer), Nov. p. 16; War Relocation Authority's Program of Resettlement of Japanese (Ross), Jan. p. 33

RESEARCH COUNCIL ON PROBLEMS OF ALCOHOL, note about list of agencies dealing with, Jan. p. 47

RESETTLEMENT PROGRAM, see RELOCATION

RHEUMATIC FEVER, conference on, Jan. p. 48

Role of Social Work Profession in Merit System Recruiting (Piez), Mar. p. 21

Ross, Prudence, War Relocation Authority's Program of Resettlement of Japanese, Jan. p. 33

Routzahn, Mary Swain, letter to editor on public relations, Jan. p. 46

Rubenstein, Ben, Organized Social Work at New Frontier, Nov. p. 11

Schafer, Philip, War Relocation Authority Community, Nov. p. 16

Schmidt, Frances, letter to editor on public relations, Jan. p. 42

SCHOLARSHIPS, SOCIAL WORK, 1944 Delegate Conference resolution on, June p. 13; Social Work Fellowships and Scholarships to be published in pamphlet form, Jan. p. 48

Segal, Bernard, letter to editor re Call to Action, June p. 33

SELECTIVE SERVICE, Kansas City Chapter Accepts Challenge (Levin), Sept. p. 21; Medical Survey Program (Woodward), Jan. p. 7

SERVICES TO YOUTH, report to 1944 Delegate Conference, June p. 11

Silverstein, Max, letter to editor on public relations, Jan. p. 41

Simmons, Harold E., letter to editor on public relations, Jan. p. 45

Smythe, Sara Belle, letter to editor re Call to Action, June p. 34

SOCIAL ACTION, Call to Action Cleveland Meeting (Cannon), June p. 17; letters to editor from Bernard Segal, June p. 33, Sara Belle Smythe, June p. 34, Laura Stalzenberg, June p. 33; Promotion of Call to Action, 1944 Delegate Conference resolution, June p. 14; Professional Action, Jan. p. 38; To Social Workers: A Call to Action, April p. 25

SOCIAL INSURANCE, see also SOCIAL SECURITY, AASW Platform on Public Social Services, April p. 7, Sept. p. 4

SOCIAL SECURITY, Social Work in Security Program (Kahn), Nov. p. 3

Social Services in Public Health Dept. (Holsapple), June p. 29

Social Work and OPA, Jan. p. 10

Social Work at Its Frontiers (new publication), Jan. p. 48

Social Work Components in Hospital Recreation Program (McCready), Jan. p. 27

Social Work Fellowships and Scholarships, published in pamphlet form, Jan. p. 48

Social Work in Immigration and Naturalization Service (Harrison), Jan. p. 23

Social Work in the Security Program (Kahn), Nov. p. 3

SOCIAL WORK VOCATIONAL BUREAU, Report (Odencrantz), Jan. p. 39

Social Workers on the Fighting Front, AASW members in armed forces, Nov. p. 31

Spencer, Sue, joins national staff, June p. 22

Stalley, Marshall, Employee Counseling in Federal Service, Jan. p. 20

Stead, W. H., report of speech on full employment, 1944 Delegate Conference, June p. 8

Stolzenberg, Laura, letter to editor re Call to Action, June p. 33

Strategy for Social Workers (White), Nov. p. 21

Student Day, June p. 35



STUDENT MEMBERSHIP, AASW, bylaw amendment, April p. 12

Sytz, Florence, letter to editor on public relations, Jan. p. 43

To Social Workers, A Call to Action, April p. 25

Toward an AASW Platform on Health and Medical Services (Danstedt), April p. 17

TRAINING, Personnel-Training-Recruiting, principles Wartime Committee on Personnel, Mar. p. 13; Training for Skill in Case Work (Wessel), Sept. p. 12

Training for Skill in Case Work (Wessel), Sept. p. 12  
Trecker, Harleigh B., Group Work: Frontiers and Foundations in Wartime, Mar. p. 3

UNITED NATIONS RELIEF and REHABILITATION ADMINISTRATION (UNRRA), Atlantic City Conference and UNRRA Program (Greenstein), April p. 20; Don Howard with, April p. 13; International Relief and Welfare Program of, Jan. p. 3; Report available, Sept. p. 5

UNRRA Report Available, Sept. p. 5

VENEREAL DISEASE, Family Agency Cooperates (Little), June p. 27; Isolation Hospital Offers Social Services (Daniels), June p. 23; Social Services in Public Health Dept. (Holsapple), June p. 29

WAGNER-MURRAY-DINGELL BILL, resolutions on hearings and endorsement of, 1944 Delegate Conference, June p. 12

Walker, Wilma, chairman Nominating Committee, Nov. p. 35

WAR RELOCATION AUTHORITY, Program of Resettlement of Japanese (Ross), Jan. p. 33; War Relocation Authority Community, Nov. p. 16

War Relocation Authority Community (Schafer), Nov. p. 16

War Relocation Authority's Program of Resettlement of Japanese (Ross), Jan. p. 33

WAR SHIPPING ADMINISTRATION, Medical Social Service Program of (Oldfield), Mar. p. 9

Wessel, Rosa, Training for Skill in Case Work, Sept. p. 12

White, R. Clyde, More About Strategy for Social Workers, Mar. p. 27; Strategy for Social Workers, Nov. p. 21

Woodward, Luther E., Challenge to Social Work, Medical Survey Program of Selective Service, Jan. p. 7

WORK, Platform on Public Social Services, April p. 6, Sept. p. 3

Working Conference (1944 Delegate Conference), June p. 3

YOUTH, Services to, report to 1944 Delegate Conference, June p. 11





